



# WALK THE TALK?

Review of Financing for Education in Emergencies,  
2015-2018



Save the Children

Kendra Dupuy, Julia Palik & Gudrun Østby  
Peace Research Institute Oslo (PRIO)

# CONTENTS

<b>Foreword</b> .....	<b>3</b>
<b>Executive Summary</b> .....	<b>4</b>
<b>SECTION 1: Introduction</b> .....	<b>6</b>
Methodology of this report .....	8
<b>SECTION 2: Trends in financing of education in emergencies, 2015-2018</b> .....	<b>10</b>
Disaggregated spending patterns across donors .....	10
Multilateral funding .....	12
The Education Cannot Wait Fund .....	13
Pooled funding allocations to education .....	14
Funding for humanitarian appeals .....	15
Private funding .....	16
When are donors releasing funds for education in a humanitarian crisis? .....	16
Development aid for education in crisis situations .....	16
Recipients and destinations of humanitarian aid funding for education, 2015-2018 .....	17
<b>SECTION 3: Analysis of donor policies</b> .....	<b>18</b>
Frequency of mention of education in emergencies in policy documents .....	18
Have donors developed new policies on education in emergencies since 2015? .....	18
The role of education in donors' humanitarian and development policies .....	18
What types of rationales and views do donor have on providing funding for education in emergencies? .....	19
How do donors conceptualize emergencies? .....	19
Who do donors identify as a target population for financing education in emergencies? .....	20
What level of education is funded by governments? .....	21
Where do donors provide aid for education in emergencies? .....	21
How do donors provide funding for education on emergencies? .....	21
Have donor policies regarding education in emergencies changed since 2015, and if so, how can this change be characterized? .....	21
<b>Conclusion</b> .....	<b>23</b>
<b>Recommendations</b> .....	<b>24</b>
<b>References</b> .....	<b>25</b>

## Acknowledgements:

This report was commissioned by Save the Children and was written by **Kendra Dupuy**, **Julia Palik** and **Gudrun Østby** at the Peace Research Institute (PRIO), Oslo. We are grateful to colleagues from across Save the Children for comments and inputs that have helped improve and enrich the report.  
*Save the Children Norway, 2019*

Names in captions have been changed to protect identities.

This publication has been produced with the financial assistance of the Norwegian Ministry of Foreign Affairs.



**Save the Children**

**On the cover:** Ella Mae poses with her new back-to-school kit. Save the Children distributed back-to-school kits to students of the school to replace their school supplies that were damaged or destroyed by Typhoon Mangkhut in the Philippines in 2018. Ella Mae is a student of Masical Elementary School in Baggao, Cagayan province.

PHOTO: SAVE THE CHILDREN'S PARTNER IN SYRIA, HURRAS NETWORK



**Back in school:** Miranda, 11, lost her classroom, and her home was damaged when the cyclone hit. Now she is back in school and dreams about becoming a singer. PHOTO: SAMAN SAIDI / SAVE THE CHILDREN

## FOREWORD

We live in a world where more children than ever live in situation affected by conflict and emergencies. When children are asked what their priorities are in terms of humanitarian assistance, education is very often the top priority. This goes also for their parents and the community. In an everyday life where your life is chaotic and turned upside down – education provides stability and a sense of normality, it protects from harm and can help children and youth to cope with the effects of crisis and stress. It is also the key to a prosperous future and a fundamental right.

This report highlights that despite recognition of the role of education in humanitarian response, and, the sector remains underfunded. In 2012 the Global Education First Initiative called for doubling the share of total humanitarian aid earmarked for education, to at least 4% from humanitarian appeals. However, this report shows that seven years later education on average still receives just over 2% of funds from humanitarian appeals. Even if donors could reach the target of 4%, this would still leave the majority of the 75 million children and youth in need of educational support in 35 crisis affected countries.

But there is some good news too, in absolute terms the humanitarian funding to education in emergencies has doubled. The establishment of the Education Can-

not Wait- fund has created a stronger engagement and commitment to the sector and donors like the EU are taking a leading role by committing 10% of their humanitarian budget to education in emergencies.

This shows that it is possible to walk the talk and realize the Sustainability Development Goal 4 for all children. More donors need to look to EU and put in place policies where they commit to increase funding for education in emergencies drastically and ensure that the funding reaches its destination. The humanitarian community should continue to ensure that education is an essential part of a humanitarian response and give it a higher priority. Countries in conflict need to listen to what their children want and uphold their right to education, and make sure children are safe in school. This report provides some concrete recommendations for how this can be done.

With a decade left to achieve the Sustainability Development Goal 4 – quality inclusive education for all children by 2030 – the international community must walk the talk not to fail children again.

*Birgitte Lange*

Birgitte Lange  
CEO Save the Children Norway

# EXECUTIVE SUMMARY

Today, large numbers of young people are living in crisis, their lives altered by armed conflict, political upheaval, and natural disaster. Humanitarian crises threaten achievement of the Sustainable Development Goals, including education. More now perhaps than ever before, there is a huge need for provision of quality education for crisis-affected young people. Fortunately, the international community has recognized this need, creating a new global fund to channel foreign aid to education in emergencies (the Education Cannot Wait Fund), while donors are coordinating action on the issue through new networks and an international commitment has been made to ensure

that education receives 4% of the budget in every humanitarian response. But the question remains: are donor policies and humanitarian funding keeping up with increased demand for education in emergencies?

In 2015, Save the Children published the report *Walk the Talk: Review of Donors' Humanitarian Policies on Education*, reviewing donor financial allocations to, and policies on, education in emergencies. This report examines whether donor policies and humanitarian funding are keeping up with increased demand for education in emergencies, and whether there has been any progress towards addressing the recommendations in the first Walk the Talk-report.

## The key findings of this report are:

### Funding

- There has been a general upward trend in humanitarian funding of education since 2014, with the 2018 allocation level exceeding the previous high point of 2010. The amount of humanitarian aid allocated to education doubled between 2015 (when \$284 million was allocated to education) and 2018 (when \$565 million allocated).
- The Education Cannot Wait fund has boosted donor contributions to education in emergencies, raising the total global allocation of aid to education in emergencies by approximately 0.3%. Donors contributed more than \$200 million to the fund between 2016 and 2018, with Denmark contributing the most amount of funding overall.
- While still under-funded within humanitarian appeals, education is increasingly better funded. 44% of education sector needs were covered in appeals in 2018, up from just 30% in 2015.
- On average, 3.7% of pooled funds allocated funding specifically to the education sector between 2015 and 2018, a slight increase from the 3% average during the 2010-2014 time period.
- Four countries received half of all humanitarian aid for education between 2015 and 2018: Syria, Yemen, South Sudan, and Iraq. These were also among the worst humanitarian disasters during this time period.
- While there are considerable variations across donors in their humanitarian aid contributions to education, some donors such as Norway have reached the global goal of allocating 4% of their humanitarian aid to the sector.

- New donors to education in emergencies have become more prominent in humanitarian aid allocations to education, primarily states in the Middle East.
- Despite these positive trends, the current global average of 2.24% of humanitarian funding (2.6% with Education Cannot Wait funds included) allocated to education is well below the 4% global spending goal.

### Donor policies

- More donors currently have policy documents that explicitly mention education in emergencies than did in 2015. Several donors also have specific documents addressing education in emergencies.
- Donors contribute humanitarian aid to education because they view it as critical to achieving SDG 4, realizing human rights, addressing forced displacement, and for countering radicalization. Six donors incorporated gender equality in their approach to education in emergencies, viewing education for girls as key to women's empowerment and protection, and to achieving sustainable development goals more generally.
- More donors are now placing emphasis on quality of education in emergencies, not only on access. Donors are also placing emphasis on equity and the need to ensure that marginalized groups such as girls and the forcibly displaced (refugees and IDPs) are granted access to education in emergency contexts.



**Destroyed school:** Children playing outside their school in Idlib in Syria. PHOTO: SAVE THE CHILDREN'S PARTNER IN SYRIA, HURRAS NETWORK

## Recommendations

- Donors should increase the level of humanitarian funding for education to 4-10%, and should further ensure a consistent level of funding is allocated throughout a given emergency situation.
- Donors should improve the availability and quality of information about funding of education in emergencies, including information about specific policies and data on aid allocations. This information should ideally include disaggregated data on funded programs and projects (including their location), beneficiaries, and how such aid is monitored and by whom. This information should ideally be stored in a central, publicly accessible location.
- Donor agencies, international organizations like the United Nations, and civil society organizations should consider using more consistent terminology around education in emergencies in policy documents and data collection. This would make it easier to understand aid allocations to emergency versus more “normal” situations, and facilitate comparisons of aid allocations and funded programs over time and space.
- Donor agencies, international organizations like the United Nations, and civil society organizations should consider funding further research on education in emergencies financing, in order to improve understanding of who is doing what, where, and how, and what types of finance models and approaches “work” to improve education access and quality in crisis situations.
- International organizations and civil society organizations should ensure that they engage with and better understand the states and actors that are contributing funds to education in emergencies, including smaller states like Norway and Japan, as well as emerging donors such as those in the Middle East.



**Refugee:** Leomar and his family fled Venezuela. Here he is doing his homework in his new country Peru.

PHOTO: MIGUEL ARREATEGUI RODRIGUEZ / SAVE THE CHILDREN

## SECTION 1: INTRODUCTION

The past 25 years have witnessed great success in world development (Rosling et al., 2018). For example, in 2018, the net enrolment of all children globally in primary school was 91% , an increase from 85% in 2000 (UNICEF, 2018).<sup>1</sup> Nonetheless, just one third of countries had achieved all of the measurable Education for All (EFA) by 2015, and several factors are threatening the achievement of the new global education goals set for 2030 (UNESCO 2015).

Today, the world is experiencing the largest forced migration flows since the Second World War. Climate change, population growth, and poor natural resource management are triggering multiple large-scale environmental crises with dramatic and negative impacts on the poorest and most vulnerable people in the world. Violent, armed conflict is again on the

rise, with children and young people among the most visible victims (Dupuy and Rustad, 2018; Bahgat et al., 2017). These phenomena are a direct obstacle to realizing Sustainable Development Goal 4, to ensure inclusive and equitable quality education for all. Global education statistics indicate the magnitude of the impact of these various forms of humanitarian crises on education: an estimated one-third of the children who are out of primary school and several additional million adolescents not in secondary school live in conflict-affected countries (UNESCO, 2016). Of the estimated 23 million refugees in the world today, one-half are under the age of 18, and only 63% of them attend primary school, as compared to a global average of 91%, and far fewer attend secondary school (UNHCR, 2016 ,2018 ,2019).<sup>2</sup> Today, more

<sup>1</sup> See <https://data.unicef.org/topic/education/primary-education/>

<sup>2</sup> Similar education statistics for internally displaced children are currently not available due to the lack of data.

than half – at least 3,7 million out of 7,1 million – of the refugee children who fall under the mandate of the UNCHR received no schooling at all (UNESCO, 2018). Still more young people find their schooling opportunities interrupted or denied due to natural disasters, epidemics such as Ebola, and large-scale social and political violence and unrest.

Fortunately, the international community recognizes the fact that education is one of children’s top priorities in humanitarian crisis (Save the Children 2019) and that armed conflict and humanitarian crisis situations represent a major impediment to achieving global education goals. Momentum has gained within the international community to improve education access and quality for crisis-affected young people. Humanitarian financing of education represents a very important channel of international support for education in emergencies.

### Publication of “Walk the Talk” report

In June 2015, the report “Walk the Talk: Review of Donors’ Humanitarian Policies on Education” was published. This report, commissioned by Save the Children and the Norwegian Refugee Council, aimed to better understand the landscape of donors’ humanitarian policies on education and the role that such policies play in influencing education in emergencies practice, particularly humanitarian funding of education programs. The sample of donors analysed for the 2015 review included Australia, Canada, Denmark, the European Union/European Commission, Finland, Germany, Japan, Netherlands, Norway, Sweden, Switzerland, the United Kingdom and the United States. Boxes 1 and 2 show the main findings and recommendations of the 2015 report.

#### BOX 1: “WALK THE TALK” 2015 REPORT FINDINGS

- Education in emergencies remains underfunded with less than 2% of total humanitarian funding.
- Reaching the 4% target is not enough
- Unclear picture of how education in emergencies is funded
- Donor policies on education in emergencies are lacking or unclear
- Conflict and fragility are prioritized
- Decisions on support to education in emergencies are not institutionalized
- Need for improved coordination and delivery
- The humanitarian-development divide must be bridged
- Increased donor focus on quality and content

#### BOX 2. “WALK THE TALK” 2015 REPORT RECOMMENDATIONS TO DONORS AND POLICY-MAKERS

- Increase the level of funding for education in emergencies
- Improve allocation of aid to education in emergencies and bridge the gap between emergencies and development
- Capture more comprehensive data on funding for education in emergencies
- Enhance donor policy frameworks to ensure predictable, consistent, and transparent support for quality education in emergencies
- Support the development of a body of evidence for education in emergencies
- Invest in increasing quality and coherence in education in emergencies such as through collaborative international networks and initiatives
- Contribute to make sure that children are safe in school
- Make sure that funding intended for education reaches its final destination

#### Policy and practice developments in education in emergencies since 2015

In the years since the publication of the original “Walk the Talk” report, there have been several positive developments within humanitarian aid as well as more narrowly within education in emergencies. Overall levels of humanitarian aid have grown since 2015, with increased contributions by some governments as well as by private sources (Global Humanitarian Report, 2018). At the World Humanitarian Summit in 2016, the so-called “Grand Bargain” was created to improve the effectiveness and efficiency of humanitarian aid. At the same event, the Education Cannot Wait Fund (ECW) was launched, and it has since funded education in emergencies interventions in over 18 countries. The EU strengthened its commitment to education in emergencies by earmarking an growing share of ECHO’s annual budget to education in emergencies, increasing from just 1% of the budget in 2015 to 8% in 2018 to a promised 10% in 2019.<sup>3</sup> This increase is supported by a new policy framework adopted by the European Commission in 2018 called the “Communication on Education in Emergencies and Protracted Crises”. This was followed in March 2019 by publication of new operational guidelines on education in emergencies in the Commission’s humanitarian assistance. USAID started a new Education in Crisis & Conflict Network, and the now-institutionalized Accelerated Education Working Group (AEWG) has

3 See [https://ec.europa.eu/echo/what/humanitarian-aid/education-emergencies\\_en](https://ec.europa.eu/echo/what/humanitarian-aid/education-emergencies_en)

released a set of minimum standards to guide provision of accelerated education programs in emergency situations. The Global Compact on Refugees which as affirmed by states in late 2018, a framework for more predictable and equitable responsibility sharing among states to refugee situations included strong commitments to shared responsibilities by the international community for the inclusion of refugee children in national education systems and it is expected to be followed up with the launch of a global action plan on refugee education during the Global Refugee Forum taking place in late 2019.

### **The current report**

This report examines whether donor policies and funding are keeping up with the ongoing and even increased demand for education in emergencies, and whether there has been any progress towards addressing the recommendations in the original “Walk the Talk” report. The current report responds to the following questions:

1. Has the increased international focus on education in emergencies led to more funds being allocated to education in emergencies (both in absolute numbers and as share of humanitarian funding) in the period 2015–2018?
2. Has the creation of the Education Cannot Wait fund (ECW) led to additional funds being allocated to education in emergencies (by previous donors donating additional funds and/or new donors appearing)?
3. Have selected donors developed new humanitarian policies on education since 2015?
4. What is the link – if any – between donors’ policies on education in emergencies and their funding of education in emergencies? Do the donors with the best policies in place also contribute the most, and have new policies from some donors resulted in more funding being allocated to education in emergencies?
5. Is it possible to identify good examples of policy and practice?

### **Methodology of this report**

This report focuses on trends in, and policies on, humanitarian financing of education in emergencies, it does not include analysis on development financing of education in emergencies. “Education in emergencies” is defined by the Inter-Agency Network for Education in Emergencies (INEE) as “quality learning opportunities for all ages in situations of crisis, including early childhood development, primary, secondary, non-formal, technical, vocational, higher and adult education”. Such education is intended to provide “physical, psychosocial and cognitive protection that can sustain and save lives”.<sup>4</sup>

The evidence base of this report consists of quantitative information on financing and policy documents about humanitarian aid allocations (contributions) to education. For the quantitative analysis, we focused primarily on sources of international public finance for education in emergencies, that is, funding flows from bilateral and multilateral sources to emergency-affected contexts. We do not, therefore, focus on domestic spending by emergency-affected governments, but we flag this as a topic for future research. Furthermore, while we recognize that there are emerging sources of private finance for education in emergencies, we do not examine them, either. This is due to space and time limitations, but also because there is no comprehensive data source with uniform, publicly available information on all sources of private finance for education in emergencies beyond what is listed in the UNOCHA Financial Tracking Services database. As we do not know how comprehensive the information contained in the FTS database on private funding sources is, we do not wish to draw conclusions about trends in private finance based on that data.

We rely primarily on UNOCHA’s Financial Tracking Service (FTS) for quantitative data on humanitarian financing of education across all donors, not only those donors included in the 2015 “Walk the Talk” report, which was limited primarily to Western bilateral donors. As noted in the 2015 report (see p. 23), the FTS is the most comprehensive source for data on humanitarian aid funding flows. We focus on funding flows specifically tagged in the FTS database for education. However, reports to the FTS are voluntary, and thus the FTS does not contain complete information. Other data sources on humanitarian aid, such as the OECD Creditor Reporting System, do not disaggregate humanitarian funding flows by sector, though this is set to change in 2019, when the humanitarian assistance codes will be updated to include education in emergencies (UNESCO, 2018).

We supplement FTS data where necessary with additional information from the OECD’s International Development Finance Statistics, bilateral aid agencies, the Global Partnership for Education, the Global Education Monitoring Report, and the Education Cannot Wait Fund. We focus primarily on the 2015-2018 period so as to update the previous “Walk the Talk” report, but we also rely on data for prior years in order to compare earlier time periods to the current period. All data were collected and analysed in May 2019, and thus reflect the information recorded by that time.

The qualitative analysis presents an updated and expanded analysis of donor policies in the financing of education in emergencies that was presented in the 2015 “Walk the Talk” Report, covering the time period of 2015-2018. We collected and coded policy documents for the following 16 donors: Australia,

<sup>4</sup> [https://toolkit.ineesite.org/term-bank/en/terms/education\\_in\\_emergencies](https://toolkit.ineesite.org/term-bank/en/terms/education_in_emergencies)





**Bangladesh:** Nur draws with Nezam at a Child Friendly Space in Cox's Bazar Rohingya Refugee Camp. Nur, who has been deaf since birth, became separated from his parents after their village was attacked in Myanmar.

PHOTO: ALLISON JOYCE / SAVE THE CHILDREN

Canada, Denmark, EU, Finland, Germany, Japan, the Netherlands, Norway, Sweden, Switzerland, the United Kingdom (UK), the United States (US), France, the United Arab Emirates (UAE), and Saudi Arabia. We reviewed the same 13 donors that were included in the 2015 report, and extended the sample with France, the UAE, and Saudi Arabia. The additional three donors were selected because of their increasing role and contribution to the field of education in emergencies.

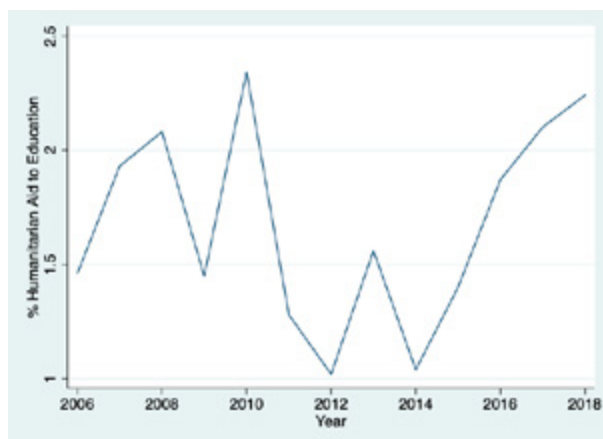
Documents in this report are defined as official records that provide information on policies related to Education in Emergencies. Documents come in many forms. We focused on strategies, guides, guidelines, whitepapers, factsheets, plans, budgets, and

evaluations.<sup>5</sup> Whereas the 2015 report reviewed 66 documents from 13 donors, we have collected and analysed 111 reports from 16 donors. This increase is due to the fact that there were more documents available than for the 2015 report. This could be a sign of increased attention by donors to education in general, and to education in emergencies in particular, or to improved overall policy documentation across donors. We further reviewed additional documents for the 2015-2018 period that were not about education in emergencies per se, but that addressed more general humanitarian and development policies.

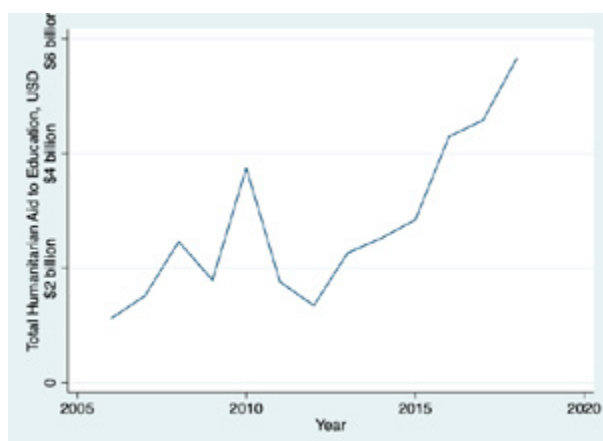
All quantitative and qualitative data collected and analysed for this report are provided as separate data files on the PRIO webpage ([www.prio.org](http://www.prio.org)).

<sup>5</sup> We also collected only documents published in English language.

## 2. TRENDS IN FINANCING OF EDUCATION IN EMERGENCIES, 2015-2018



**FIGURE 1:** Percentage of Humanitarian Aid Allocated to Education



**FIGURE 2:** Total Humanitarian Aid Allocated to Education Per Year

At the United Nations Global Education First Initiative (GEFI) in 2011, a commitment was made to ensure that education receives 4% of the budget in every humanitarian response, up from 2% (United Nations 2012). Overall allocations of humanitarian aid to education have increased in recent years. Figure 1 shows all allocations of humanitarian aid to education from 2006 to 2018, pooled across all donors in the FTS database. Figure 2 shows actual financial allocations per year, and Figure 3 depicts the trends in both overall humanitarian aid allocation as well as allocations to education specifically. Based on

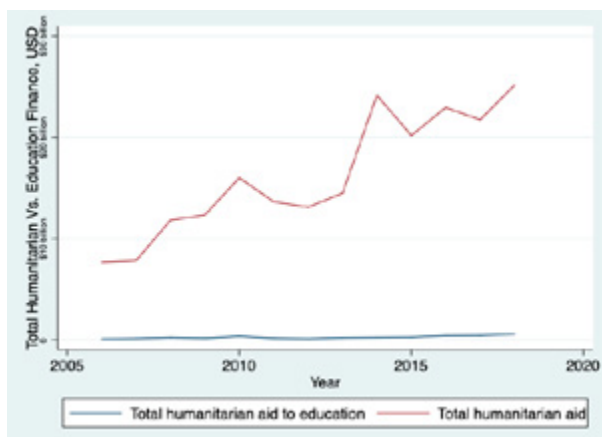
these three figures, we can see that there has been a general upward trend in humanitarian financing of education since 2014, with the 2018 allocation level exceeding the previous high point of 2010. In fact, the amount of humanitarian aid allocated to education doubled between 2015 (when \$284 million was allocated to education) and 2018 (when \$565 million allocated to education), as seen in Figure 2. Between 2015 and 2018, a total of \$1.68 billion in humanitarian finance was allocated to education. The allocation increases in education have followed the overall trend in increased humanitarian financing, as seen in Figure 3. But the current global average of 2.24% of humanitarian funding is still well below the 4% global spending goal. Meeting this goal would require doubling the share of financing for education within humanitarian aid (UNESCO, 2018).

### Disaggregated spending patterns across donors, 2015-2018

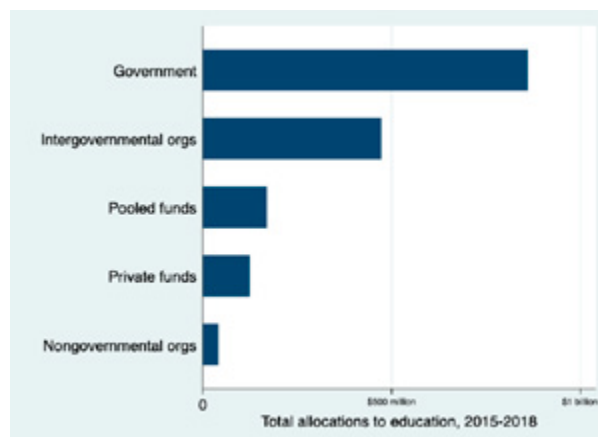
The aggregate figures presented in Figures 1 to 3 hide the large amount of variation in allocation of humanitarian funding to education by various types of donors. In Figure 4, we show the allocation of funding by donor type, averaged for the 2015-2018 period. These donors include governments (the largest type of donor), intergovernmental organizations (including the European Union, United Nations entities such as UNICEF, and the World Food Program), pooled funds, and non-governmental organizations (NGOs). Intergovernmental organizations (IGOs) such as the United Nations are both large donors and receivers of humanitarian funds for education, including receivers of funds from governments. As the FTS data on United Nations and other similar organizations generally reflects intra-organizational transfers (that is, internal funding flows) for these organizations, we do not list them in Table 1 as donors.

Table 1 shows the yearly amount of humanitarian financing that the top ten government and multilateral<sup>6</sup> donors to education provided per year for education during the 2015-2018 period, as well as what percentage of humanitarian financing that contribution represents. The donors are ranked by their total allocations to education during the entire 2015-2018 time period. It should also be noted that the figures in Table 1 do not include country or organizational contributions to the Education Cannot Wait Fund or to the Global Partnership for Education (as only

6 The European Commission is the only multilateral donor registered in the FTS database as allocating humanitarian finance to education.



**FIGURE 3:** Trends in Total Humanitarian Aid Versus Allocations to Education



**FIGURE 4:** Allocation of humanitarian aid to education by donor type

**Table 1: Annual total amount and percentage of humanitarian finance allocated to education, top ten government donors to education**

Rank	Country	2015	2016	2017	2018	Average %
1	United States of America	\$19 million; 0.28%	\$27 million; 0.39%	\$36 million; 0.52%	\$41 million; 0.57%	0.40%
2	European Commission <sup>7</sup>	\$67 million; 0.33%	\$50 million; 1.83%	\$19 million; 0.84%	\$43 million; 1.89%	1.28%
3	Norway	\$23 million; 4.25%	\$16 million; 1.65%	\$43 million; 8.21%	\$34 million; 5.45%	4.37%
4	Japan	\$33 million; 4.13%	\$20 million; 1.78%	\$32 million; 4.61%	\$17 million; 3.72%	3.72%
5	United Arab Emirates	\$23 million; 3.18%	\$55 million; 7.68%	\$2.2 million; 0.74%	\$11 million; 0.5%	0.51%
6	Saudi Arabia	\$8.6 million; 1.52%	\$17 million; 4.16%	\$45 million; 9.65%	\$19 million; 1.54%	1.54%
7	Germany	\$8 million; 0.66%	\$46 million; 1.33%	\$11 million; 0.31%	\$4.9 million; 0.23%	0.23%
8	Kuwait	\$14 million; 3.02%	\$11 million; 3.15%	\$20 million; 9.16%	\$8.7 million; 2.21%	2.21%
9	Switzerland	\$796,117 0.16%	\$44 million 1.11%	\$2.9 million 0.61%	\$2.9 million; 0.62%	0.62%
10	United Kingdom	\$86 million; 0.48%	\$11 million; 0.05%	\$67 million; 0.31%	\$15 million; 0.8%	0.80%

(Source: FTS database; does not include ECW contributions)

<sup>7</sup> For the European Commission category, figures for the total amounts of humanitarian and education funding per year are those reported for the European Commission, the EuropeAid and Development Cooperation, and the Humanitarian Aid and Civil Protection Department, since education is specifically tagged in these EU financial flows. The estimates shown in Table 2 for the European Commission are likely an underestimate of all humanitarian funds the European Union has allocated to education. For instance, the European Union's Facility for Turkey allocates money to education, but none of this funding is tagged specifically for education; rather, much of it is tagged as "multisector" since specific funding flows are intended for multiple purposes (as can be seen in the "description" field in the FTS database), including general social service provision as well as protection. "Multisector" funds with information on the specific sectors funded do not include further breakdowns on specific amounts allocated to the funded sectors. The European Commission claims that 8% of its humanitarian aid budget was allocated to education in emergencies and has promised 10% of the budget will be allocated to education in emergencies in 2019, but it is not entirely clear how they calculate these figures. As shown below, the Commission has also contributed to the Education Cannot Wait Fund.

**Table 2: Government donor spending patterns, 2006 to 2018**

Top ten government donors to education sector for 2006-2010 (of humanitarian funding, ranked order)	Top ten government donors to education sector, 2011-2014 (humanitarian funding, ranked order)	Government donors that have remained consistently in the top 10 for humanitarian funding of education between 2006 and 2018	Government donors that have increased allocations of humanitarian funds to education during the most recent time period (2015-2018)
Japan	USA	USA	Kuwait
USA	Japan	Norway	United Kingdom
Denmark	Norway	Japan	
Netherlands	European Commission	European Commission	
Norway	Saudi Arabia		
Sweden	United Arab Emirates		
Australia	Germany		
Spain	Denmark		
Canada	Switzerland		
European Commission	Sweden		

Source: FTS database (does not include ECW contributions)

allocations from the ECW are recorded in the FTS, not contributions from donors to it), both of which we discuss separately in more detail below. ECW data is, however, reflected in the allocation numbers in Figures 1 to 3.

Tables 1 and 2 show that there has been quite a lot of variation among government donors in contributing humanitarian aid to education between 2006 and 2018. The United States, Japan, Norway, and the European Commission have consistently remained among the top government donors of humanitarian aid to education during this time period. Donors such as Norway, Saudi Arabia, Kuwait, and the United Arab Emirates have increased their allocations over time, while donors like Sweden and Denmark have reduced their contributions in recent years (though it should be noted that Denmark increased its humanitarian spending on education in 2019, and it is the top contributor to the Education Cannot Wait Fund). As a relative proportion of humanitarian aid, only Norway and Japan meet (or nearly meet) the global goal of spending 4% of humanitarian aid on education. Variations in donor allocation behavior over time are probably explained by more general trends influencing humanitarian and foreign aid allocations within donor states, including domestic and foreign policy political considerations, election cycles, historical ties with aid-receiving countries, political ideology and alliances, increased media attention to certain crises, and the characteristics of aid-receiving locations (Tingley, 2010; Alesina and Dollar, 2000).

The United States has consistently been a top-ranked donor of humanitarian aid to education over the years. But while the United States provides a large overall amount of funding for education in emergen-

cies and has been the top donor in the sector since 2011, at the same time, it spends a relatively small proportion of its overall humanitarian funding on education. So how, then, does the United States use its humanitarian funding? Our analysis of sector-specific allocations by the United States for the year 2017 shows that in that year, it spent the largest amount (\$1.3 billion, nearly 20%) of its \$6.8 billion total in humanitarian aid on food security and agriculture. This is not surprising, given that the United States is the largest donor of international food assistance in the world. Food security spending was followed by multi-sector spending (\$985 million, 14%) – wherein education programs may receive funding – and then by coordination and support services (\$492 million, 7%), health (\$340 million, 5%), emergency shelter (\$306 million, 4.5%), protection (\$162 million, 2%), WASH (\$145 million, 2%), logistics (\$113 million, 2%), nutrition (\$109 million, 1.6%), early recovery (\$100 million, 1.5%), agriculture (\$67 million, 0.9%), education (\$36 million, 0.57%), and child protection (\$12 million, 0.17%).

In comparison, education ranked second in Norway's total humanitarian spending of \$523 million during 2017. The greatest amount of funding (21%) was allocated to multi-sector spending (\$113 million), then to education (\$43 million, 8.2%), coordination (\$27 million, 5%), health (\$21 million, 4%), mine action (\$13 million), protection (\$11 million), WASH (\$9 million), food security (\$6 million, 1%), nutrition (\$5 million, 1%), gender based violence (\$1.5 million, 0.2%), and emergency shelter (\$1 million, 0.1%). Norway's high prioritization of education in its allocations of both development and humanitarian aid is an explicit foreign policy goal of the Norwegian government in



**School again:** Children at school in Mozambique continue their education after cyclone Idai.

PHOTO: SAMAN SAIDI / SAVE THE CHILDREN

both development and humanitarian contexts (see, for instance, Government of Norway, 2014 and EFA GMR, 2018).

Three Middle Eastern states – Saudi Arabia, the United Arab Emirates, and Kuwait – have become more visible major donors of humanitarian aid to education in emergencies. Our analysis shows that these states are largely channelling their assistance to crisis-affected states in the region, including Syria, Lebanon, Jordan, Iraq, Yemen, Turkey, and Palestine. These states’ funding patterns are likely driven by not only their involvement in some of the conflicts in recipient states (such as Saudi Arabia in Yemen), but also by other considerations like regional proximity and shared language, history, and culture.

### The Education Cannot Wait Fund

The establishment of the Education Cannot Wait Fund – the first and only global fund specifically for education in emergencies and protracted crises – represents a major step forward in the financing of education in emergencies. The advantages of such a fund are many; institutionalizing a specific finance mechanism for education in emergencies can help to coordinate aid to the sector, funnel finance to the most urgent needs, draw attention to specific crises, and bridge the emergency-development gap.

The Education Cannot Wait Fund has already achieved a major goal by helping the international community to increase total financial contributions to education in emergencies. The 2018 Education Cannot Wait Fund report (ECW, 2018) estimated that the fund helped to raise global humanitarian aid allocations to education by 0.2% - a large achievement in a relatively short amount of time. While the evidence we present below in Table 3 does not suggest the

ECW has yet helped the world to achieve global goal of allocating 4% of aid to education in emergencies<sup>8</sup>, the upward trend in humanitarian aid contributions by donors to the education sector since 2014 is very encouraging, and any efforts that can continue this trend should be fully supported. Table 4 shows how much some donors have prioritized the ECW, with a few countries like Denmark that are not listed in the FTS database as being among the major donors of humanitarian aid to education in recent years instead contributing very large amounts to the ECW fund.

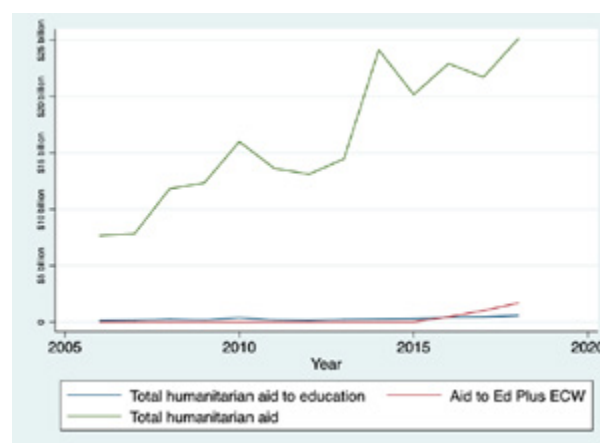


FIGURE 5: ECWs Contribution to Education in Emergencies

**Table 3. Education Cannot Wait’s Contributions to Global Financial Contributions to Education in Emergencies, USD**

	2016	2017	2018
Total humanitarian funding	22,925,996,844	21,716,687,846	25,124,957,171
Total humanitarian aid allocations to education	429,572,828	457,783,193	565,224,657
Education as a % of humanitarian aid	1.87%	2.1%	2.24%
Contributions to ECW	25,479,923	91,907,593	104,458,190
Humanitarian aid to education and ECW as % of humanitarian aid	1.98%	2.5%	2.6%

8 Donor contributions to the ECW fund are not reflected in the FTS database, only allocations from the ECW fund to recipients. Data on actual allocations from the ECW to recipients does not suggest that 4% of aid is being spent on education in emergencies. This is because it is not clear ECW means by “investments” versus actual spending of the funds it has received.

**Table 4. Donor contributions to the Education Cannot Wait Fund, 2016-2018, USD  
(Does not reflect ECW allocations to recipients)**

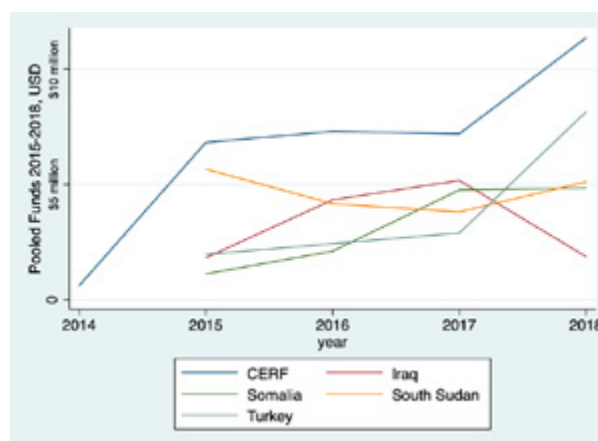
Country	2016	2017	2018	Total
Denmark		14,322,034	27,732,038	42,054,072
United Kingdom	9,375,000	13,422,819	15,453,247	38,251,066
Germany		18,723,407	11,376,564	30,099,971
Norway	7,943,925	6,074,596	8,195,762	22,214,283
United States	1,000,000	20,000,000		21,000,000
European Commission		5,924,171	13,142,174	19,066,345
Canada		7,518,797	8,103,728	15,622,525
Netherlands	7,430,998		6,936,416	14,367,414
Sweden			8,897,787	8,897,787
Australia		1,527,973	3,620,475	5,148,448
Dubai		2,000,000	1,000,000	3,000,000
France		2,275,313		2,275,313
Bulgaria		118,483		118,483
Total per year	25,749,923	91,907,593	104,458,190	222,115,707

(source: <https://open.unicef.org/funds/>)

Ultimately, knowing whether and when progress is achieved in humanitarian aid allocations to education will require greater clarity on actual disbursements and spending of money, rather than just about financial commitments. Additionally, greater clarity on what it is included in multi-sector and non-sector specific funds would also aid in understanding the true nature of financial trends.

#### Pooled funding allocations to education

In the FTS database, pooled funding sources include the Central Emergency Response Fund and 18 country-based pooled funds. The total amount of pooled funding allocated to education across these funds between 2015 and 2018 was \$168,106,552. As reported on the FTS website, total pooled funding during the same time period was \$4,539,648,214.<sup>9</sup> The percentage allocated to education, on average, from pooled funds during this time period was 3.7%, a figure that is greater than the overall global average of government humanitarian aid allocations to education. In comparison, \$129,600,000 was allocated to education from pooled funds between 2010-2014, around 3% on average for this time period (as stated in the 2015 “Walk the Talk” report). Pooled funding



**FIGURE 5: Largest Pooled Funds' Allocations to Education**

has thus generally increased slightly over time for the education sector.

The top five pooled funds for the 2015 to 2018 time period in the education sector were: the Central Emergency Response Fund (CERF) (\$33 million total allocated to education out of a total of \$1.8 billion across all sectors); the South Sudan Humanitarian

<sup>9</sup> <https://fts.unocha.org/pooled-funds/overview/summary/2019>

**Table 4. Funding for appeals, education sector, aggregated**

Year	Funding requested for education (USD millions)	Funding received for education (USD millions)	Coverage of funding appeal (%)	Total funded for appeals (USD)	% to education in the total funded appeal
2015	643.3	196.2	30.5	10.81 billion	1.8
2016	636.5	226.9	35.6	11.90 billion	1.9
2017	825.8	298.1	36.1	14.21 billion	2
2018	875.7	386.1	44.1	15.23 billion	2.5

**TABLE 5: Percentage of funding received for appeals across sectors**

Sector	2015	2016	2017	2018
Agriculture	33.8	32.8	50.6	0
Camp coordination and management	35.3	43.3	38.7	28
Child protection	27.2	26	343.1	49.8
Coordination and support services	62.3	57.8	78.8	68.3
Early recovery	34.3	28.6	23.7	18.2
Education	30.5	35.6	36.2	44.1
Emergency Shelter and NFI	31.4	26.6	29.9	26.2
Emergency telecommunications	79.8	35.6	126.2	23.3
Food security	53.7	57.7	57.9	64.9
Gender based violence	8.8	27.7	271.2	31.4
Health	45.6	38.9	45.2	38.8
Logistics	58.8	38.4	63.1	52
Mine Action	64.1	53.8	85.1	39.2
Multi-sector	56.1	56.8	46.7	45.5
Nutrition	52.9	58.5	50.8	54.3
Protection	35.3	33	35.3	35.1
WASH	39.9	39.7	39.5	42.1

Fund (\$19 million allocated); the Iraq Humanitarian Fund (\$13 million allocated); the Turkey Humanitarian Fund (\$13 million allocated); and the Somalia Humanitarian Fund (\$13 million allocated). As seen in Figure 5 below, funds for education have increased in the CERF and Turkey funds in particular.<sup>10</sup> Education spending in the South Sudan Humanitarian Fund also appears to have increased in recent years.

### Funding for humanitarian appeals

Humanitarian appeals for the education sector con-

tinue to be under-funded in general, as seen in Tables 6 and 7 and as confirmed in other publications (EFA GMR 2015). The percentage covered for education has increased very slightly each year during the 2015-2018 time period, and in 2018, education appeals were funded at higher levels than in the 2006-2014 time period, when on average, 38% of appeals for education were covered (see p. 25 of the 2015 “Walk the Talk” report).

<sup>10</sup> Education Cannot Wait is excluded from Figure 5 as very little data over time is available for this fund given its recent start date.





**Rubble:** A boy writes on the board of a disused classroom in Idlib, Syria. PHOTO: SAVE THE CHILDREN'S PARTNER IN SYRIA, HURRAS NETWORK

### **When are donors releasing funds for education in a humanitarian crisis?**

Do donors prioritize education right from the start of a crisis in their humanitarian aid contributions?

To answer this question, we looked at the timing of humanitarian aid flows across sectors in three crisis situations connected to armed conflict. We examined two of the largest recipients of humanitarian aid for education, the Yemen crisis (2015-present), and the Syria crisis (2011-present). To ensure geographic diversity in our cases, we also looked at the recent, ongoing conflict in Cameroon (2017-present). To do this analysis, we downloaded data on the timing (specific date) of flows by sector for each of these crises from their start until 1 May 2019, including both commitments and paid contributions. The data includes all contributions, including from pooled funds, and covers both contributions to the country in question as well as to country-specific appeal plans.

In the cases of Syria and Yemen, there has been a decline over time in the amounts of funding allocated to the education sector. Trends in the Cameroon case are less clear, but the crisis there has also been shorter in duration thus far than in Syria and Yemen. Moreover, the data can only tell us when the funding was either committed or paid by a donor, not about when the funding was received and used by an implementing partner.

### **Development aid for education in crisis situations**

An additional way that crisis-affected countries may receive funding for education is through development aid allocations. Many low-income, crisis-affected and/or refugee hosting countries receive development aid to help fund public service delivery, and aid-receiving governments may channel that funding towards crisis situations and affected areas. If we add in development aid to the larger funding picture for crisis-affected states, do we then see an increase in funding allocated to education in emergencies, sufficient to reach the global 4% spending goal?

Unfortunately, it is not possible to know with a very high level of certainty whether development aid is actually benefitting crisis-affected young people in aid-receiving countries since there is presently a lack of high quality, cross-national systematic data that tracks both humanitarian and development aid funding flows as well as project implementation at the sub-national level. The best data source on development aid flows – the OECD DAC Creditor Reporting System (CRS) – currently tags humanitarian aid only for material relief assistance and services, emergency food aid, and relief coordination, though this is appar-

ently set to change in 2019 when the CRS will include education in emergencies as one of the humanitarian aid codes (EFA GMR, 2018).<sup>11</sup> It is not thus possible to use the OECD CRS data to see whether development and humanitarian aid are being separately used to fund education in emergency situations. The same is true of the Global Partnership for Education, which considers 48% of its developing country partners to be affected by conflict and fragility.<sup>12</sup> It is not clear exactly how much GPE funding is allocated specifically to education in emergency programs and crisis-affected individuals in these countries.

Despite this lack of data, it seems quite unlikely that development aid is closing the gap in financing for education in emergencies, for at least two reasons. First, development aid in general declined in 2017 and 2018, with less aid now going to the least developed and African countries.<sup>13</sup> Second, the amount of development aid allocated to education has been relatively constant since 2010, hovering at around 12% to 13% of total aid, with approximately half of all aid to education (5% to 6%) going to primary (basic) education (EFA GMR, 2017 and 2018). Second, crisis-affected countries tend to receive lower levels of development aid for education. The Education For All Global Monitoring report from 2015 showed that just 10% of development aid was disbursed to the education sector in countries affected by armed conflict, and that conflict-affected countries receive less development aid than countries at peace (EFA GMR, 2015). The poorest countries in the world also have seen a decline in development aid to education, particularly to basic education; these countries are often affected by crises like armed conflict, health emergencies, and natural disasters due to their fragility (EFA GMR, 2018).

It is, however, possible to investigate development aid funded education projects in some countries to get a better idea of where within countries such aid is being allocated. Existing databases on foreign aid – such as the USAID-sponsored AidData (<https://www.aiddata.org/>) – contain subnational information at the project level for some countries. AidData is an open access database covering geo-coded bilateral as well as multilateral aid projects. The AidData project has produced both global datasets for certain donors (such as the World Bank), as well as specific and very detailed datasets covering a high number of donors for select countries. The data comes from various sources, including OECD's Creditor Reporting System, annual reports, and project documents published by donors, web-accessible databases and project documents, and spreadsheets and data exports obtained directly from donor agencies. However, the

11 As of May 2019, this had not yet occurred. See also [http://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?cote=DCD/DAC/STAT\(2018\)32&docLanguage=En](http://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?cote=DCD/DAC/STAT(2018)32&docLanguage=En)

12 See <https://www.globalpartnership.org/focus-areas/countries-affected-fragility-and-conflict>

13 See <https://www.oecd.org/newsroom/development-aid-drops-in-2018-especially-to-neediest-countries.htm>

data does not always run to the present day, and it further relies on the quality of the information that the donor (or other reporting organization) has made available. Further research should therefore examine and explain trends in development aid to education in crisis-affected countries using better quality data.

### Recipient destinations of humanitarian aid funding for education, 2015-2018

As can be seen in Table 6 below, four countries received half of all the humanitarian aid allocated to education between 2015 and 2018: Syria, Yemen, South Sudan, and Iraq. These, of course, represent some of the worst humanitarian disasters that occurred during this time period.

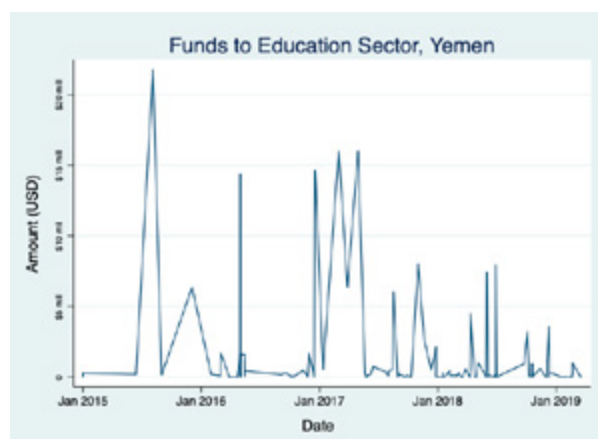


FIGURE 7

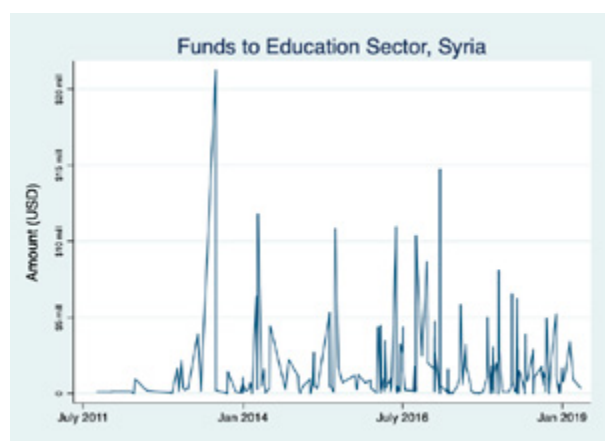


FIGURE 6

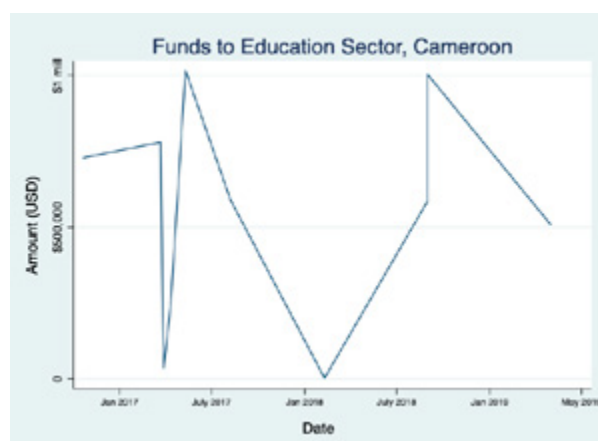


FIGURE 8

TABLE 6: Destination countries for humanitarian funding in education, 2015–2018			
Rank	Country	Amount received (2015–18) (USD millions)	% of total humanitarian funding allocated to education sector
1	Syria	448	26
2	Yemen	200	11.9
3	South Sudan	119	7
4	Iraq	116	6.9
5	Occupied Palestinian Territories	54	3
6	Somalia	52	3
7	Sudan	43.7	2.6
8	Mali	40	2.3
9	Central African Republic	38.7	2.3
10	Lebanon	37.9	2.3

## SECTION 3: ANALYSIS OF DONOR POLICIES

So far we have looked at trends in education financing (the walk). We now turn to analyse donors' policies (the talk).<sup>14</sup> Donors' policies on education in emergencies are usually embedded in documents covering humanitarian, development policies, and foreign assistance. Separate documents in the form of factsheets and white papers for education in emergencies were only available in case of the EU, Norway, UK, US. These are also among the largest donors of humanitarian aid to education. More often, policy documentation on education in emergencies is also a part of donors' larger development strategies. But donor policies on education in general, and on education in emergencies in particular, often are vague and broad. This makes cross-case comparison especially difficult, but it is important to note that being "broad" might be necessary for flexibility. Too much regulation could cause unnecessary bureaucratic burden on decision-making and thereby slow down aid delivery.

We created a more elaborate coding scheme for analysing donor policies on education in emergencies than was used in the 2015 report. The latter focused only on how donor policies addressed target populations, funding, geography, and emergency type. For the current report we used an additional eleven categories to capture a broader and more fine-grained understanding of donor policies on aid for education. These categories are: (i) humanitarian/development priorities, (ii) the place of aid for education within these priorities, (iii) donors conceptualization of emergencies, (iv) whether donors have policies pertaining to education in emergency situations, (v) the level of education donors provide funding for, (vi) the preferred channels through which donors fund education, (vii) the geographic focus of aid for education, (viii) the target population of funding, (ix) whether donors have released new documents related to education finance since the 2015 Report, (x) information on each donor's contribution and pledge for the Global Partnership for Education (GPE), and (xi) the Education Cannot Wait (ECW) initiatives.

### Frequency of mention of education in emergencies in policy documents

Among the 16 donors we examined, eight refer explicitly to "education in emergencies" in the analysed documents: Canada, the EU, Norway, Switzerland, the UK, the US, France, and the United Arab Emirates. This is a welcome increase as compared to the findings of the 2015 "Walk the Talk" report, which concluded that only Australia, the EU, and Norway

used the term. At the same time, it must be emphasized that explicit reference does not equal to having separate policy documents on education in emergencies. As noted before, among the sixteen donors in our analysis, only four have separate documents on education in emergencies. Additionally, it is also important to note that the majority of donors refer to education in emergencies situations in their policy documents without explicitly using the concept. Rather, some donors use alternative terms like "education in crisis". The section below on donor conceptualizations of emergencies shows the types of terms donors use in their approach to education in crisis and emergency situations.

### Have donors developed new policies on education in emergencies since 2015?

A major structural change that has taken place since the 2015 "Walk the Talk" report is the launching of the Education Cannot Wait (ECW). Fund.<sup>15</sup> This new global fund was launched during the 2016 World Humanitarian Summit, and is aimed at funding delivery of education in emergencies. Funders include both public and private donors. The donors included in this report that are also contributors to ECW are: Denmark, Canada, the UK, Germany, Sweden, Netherlands, Norway, the US, the EU, Australia, and France.

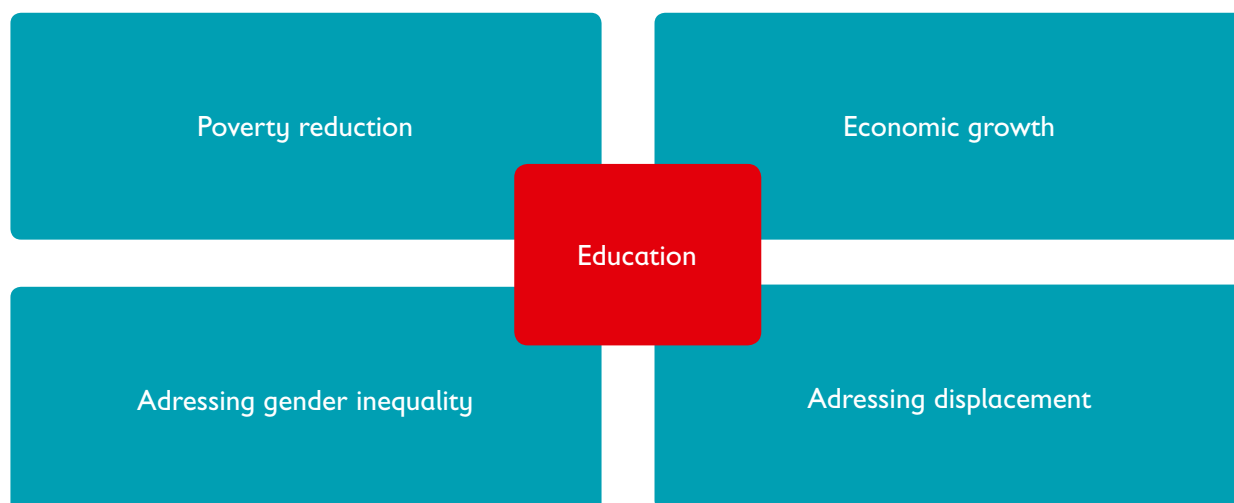
During the 2015-2018 period, most of the donors in our sample developed new development and humanitarian strategies. These documents contained a reference, special chapter, or a section on education. Five donors released specific education-related strategy documents: Australia, Denmark, Germany, Japan, and Switzerland. An additional five donors released new guidelines, white papers, factsheets, reports or the combination of two or more of these types of documents related to education: the EU, Norway, Sweden, the UK, and the US. In the following sections we provide an overview of these new policies.

### The role of education in donors' humanitarian and development policies

Education is a priority area in eleven donors' humanitarian and development policies. Donors often frame education as a tool to achieve broader development goals, including employment, reducing or eradicating poverty, and contributing to economic growth. Education is also frequently promoted as a tool to achieve gender equality. But there are also variations in policy framing across donors. For instance, Germany, Denmark, and the EU in particular view education

<sup>14</sup> We analyzed policy documents written in English, not original language documentation.

<sup>15</sup> <http://www.educationcannotwait.org/about-ecw/>



**FIGURE 9:** Education’s place in donors’ humanitarian policies

as a key priority in addressing displacement and refugee situations, while the UAE and Denmark frame education as a counter-radicalization tool. These understandings, shown in Figure 9, in part reflect the humanitarian or foreign policy priorities of donors.

**What types of rationales and views do donor have on providing funding for education in emergencies?**

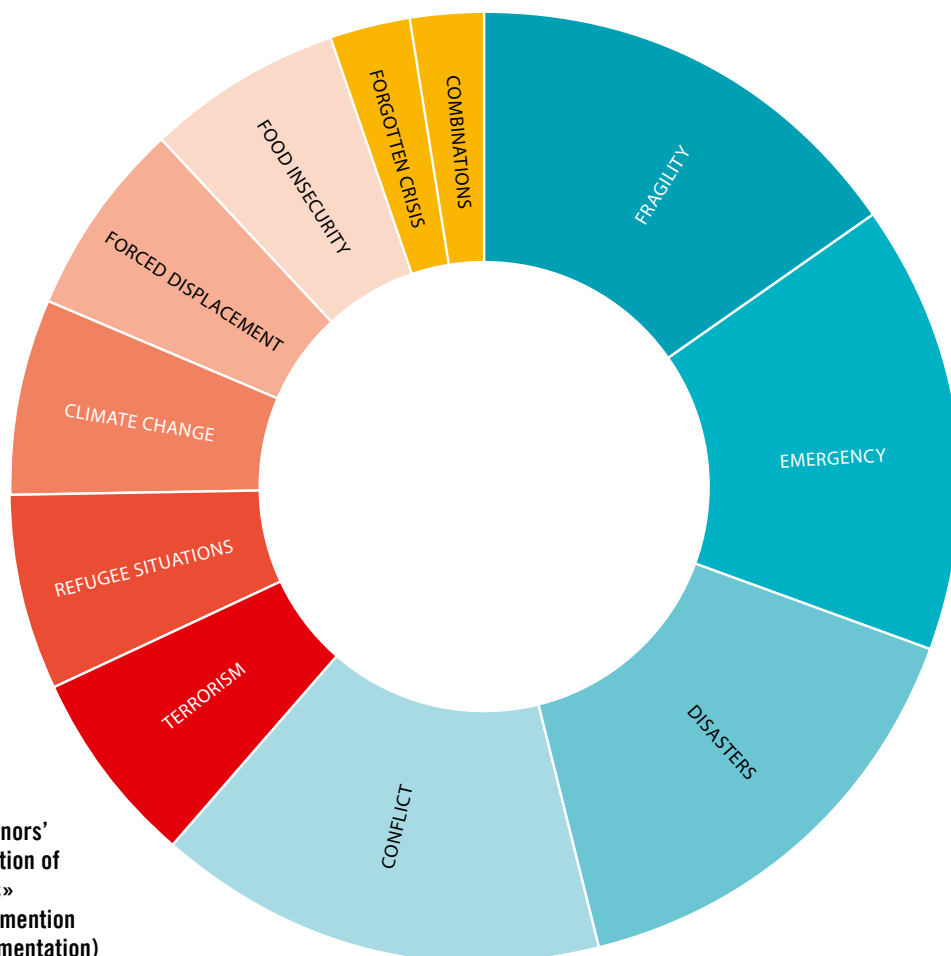
In their discourse on and framing of education in emergencies, fifteen out of the sixteen donors in our analysis refer to the Sustainable Development Goals (SDGs) and especially to SDG number 4 on ensuring inclusive and equitable education for all children and youth. Other interrelated and frequently mentioned international frameworks for funding education in emergencies are the Paris Agreement on Climate Change (2015) and the Addis Ababa Action Agenda (2015), both of which provide a new framework for financing sustainable development. Donors also acknowledge that education is a human right and refer to the Universal Declaration of Human Rights 1948 Art. 26 the 1989 Convention on the Rights of the Child, the 2010 UN General Assembly resolution on the Right to Education in Emergencies, and the Safe Schools Declaration. The UNHCR, UNESCO, Save the Children, GPE, and ECW are the most frequently mentioned organizations across donors. These references illustrate that there is a global network of

actors and initiatives that are aimed at ensuring the importance of education in emergencies within humanitarian aid.

**How do donors conceptualize emergencies?**

Reflecting the international definition of education in emergencies at the beginning of this report, thirteen of the donors in our analysis define emergencies as situations of conflict (crises, protracted crises, armed conflict), natural disasters (both man-made and natural), violence, and situations of fragility. Canada, Denmark, the EU, Germany, the Netherlands, and Norway include other key categories when they refer to emergencies, including food insecurity, forced displacement, climate change, refugee situations, and terrorism. Only the EU and Norway refer to a combination of these categories. Conflict and fragility remain key themes across donors, but forced displacement and refugee situations receive more donor attention than they did in the 2015 “Walk the Talk” report. This policy shift is in line with the changes of donors’ humanitarian policies; three donors explicitly prioritize issues related to forced displacement in their humanitarian policies (Germany, the EU, and Denmark). Only the UAE, Norway, and the EU refer to “forgotten crises” in discussions related to aid for education.<sup>16</sup>

<sup>16</sup> Forgotten crises are defined as “are defined as severe, protracted humanitarian crisis situations where affected populations are receiving no or insufficient international aid and where there is no political commitment to solve the crisis, due in part to a lack of media interest” (see [http://dgecho-partners-helpdesk.eu/financing\\_decisions/dgecho\\_strategy/fca](http://dgecho-partners-helpdesk.eu/financing_decisions/dgecho_strategy/fca)). The European Commission’s Forgotten Crisis Assessment index provides an annual assessment of such situations (see [https://ec.europa.eu/echo/what/humanitarian-aid/needs-assessments\\_en](https://ec.europa.eu/echo/what/humanitarian-aid/needs-assessments_en)).



**FIGURE 10:** Donors' conceptualization of «emergencies» (frequency of mention in donor documentation)

### Who do donors identify as a target population for financing education in emergencies?

In their policy documents, donors often refer to target populations in broad terms such as vulnerable populations, poor groups, and disadvantaged and marginalized groups, but there is significant variation across donors regarding which of these beneficiaries they target. Fifteen out of the sixteen donors in our analysis explicitly refer to girls and women as beneficiaries of aid for education in emergencies (with the exception being Saudi Arabia). There are multiple good examples across donors for promoting gender equality, as seen in Box 3.

### BOX 3

Good examples of donors' gender equality approaches in education in emergencies

- **Canada:** Feminist International Assistance Policy
- Japan: views education as a primary tool for women's empowerment
- Norway: has identified education for girls as a priority area since 2013
- United Kingdom: aims to reach out to "hard-to-reach girl", and in 2012 established the largest fund devoted to girls education "Girls Education Challenge"
- United States: since 2015, has specifically focused on breaking down the barriers to adolescent girls' education through the inter-agency initiative "Let Girls Learn"
- United Arab Emirates: prioritizes women's empowerment and protection in its development policy

Twelve of the sixteen donors listed refugees, migrants, and IDPs as target groups. Eight donors mentioned children with disabilities in their policy documents, although none of them provide a definition of disabilities. The EU and Saudi Arabia include children associated with armed groups, and former child soldiers. The EU and France place special emphasis on out-of-school children and out-of-school youth.

### What level of education is funded by governments?

In policy documents, donors distinguish between access to, and quality of, education. Equal access to primary education in emergency situations has been identified as an explicit policy goal by fifteen donors. All donors spend part of their broader development education aid on projects supporting basic education. Basic education covers primary education, basic life skills for young people, and early childhood education. However, in the documents analysed for this report, it often remains unclear what type of education that donors are actually supporting, because many donors just refer to basic education. Ten donors state that they fund vocational education and technical training in emergency situations. This focus is in line with the understanding of education as a tool to promote employment and economic growth.

### Where do donors provide aid for education in emergencies?

Donors provide aid for education for Least Developed Countries (LDCs), Low Income Countries (LICs), and to a lesser extent for Middle-Income Countries (MICs). Denmark has developed a different categorization and places countries in the following groups: poor and fragile countries, poor and stable countries, and transition and growth economies. France provides aid specifically for education for countries in the “French speaking community”. Sub-Saharan Africa and South and Central Asia are the most frequently mentioned regions across donors. Donors usually provide a list of countries where they have financed education, and less frequently, a detailed overview of the project they were or are funding.

### To whom do donors provide funding for education in emergencies?

Funding destinations for education in emergencies finance are specifically identified in the policy documents of only the EU and Norway. Donors generally fund a combination of governments, multilateral initiatives (such as the Global Partnership for Education), multilateral organizations (such as the UNICEF), non-governmental organizations (NGOs) and civil society organizations (CSOs), and occasionally private sector actors. We also examined donors’ past contributions and future pledges (when data was available) for the Global Partnership for Education and for Education Cannot Wait platform, which can be viewed in the separately provided data files for this report.

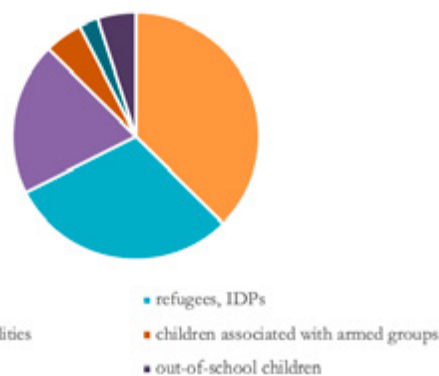


FIGURE 11: Target population for education in emergencies, as highlighted in donor documentation

### Have donor policies regarding education in emergencies changed since 2015, and if so, how can this change be characterized?

In the 2015-2018 time period, the 16 donors in our analysis have paid increased policy attention to education in emergencies, which is likely the result of multiple factors. Multilateral initiatives such as the ECW and the GPE, as well as civil society organizations, have been conducting global awareness raising campaigns on the need to fund education in emergencies. Worth mentioning here are several studies and research that shows that children themselves prioritise education in humanitarian emergencies. The impact of these campaigns is difficult to measure, but donors’ explicit reference to these initiatives in their policy documents in one possible indicator. In addition to these campaigns, demand for aid in education in emergencies has also increased. International conflicts and events such as the 2015 refugee crisis, the on-going humanitarian crisis in Syria and Yemen, and natural disasters in the Indo-Pacific region received substantial media coverage that may have influenced donor funding. In addition, some donors such as Germany, Denmark, EU, and the UAE directly experience the negative externalities of these crises in the form of, for instance, incoming refugee flows. Donors thus have a vested interest in containing negative impacts on their own economies and societies by tackling the “root problems”, amongst which the lack of access to education is a key factor.

During the 2015-2018 period, we observed several shifts in policy around education in emergencies, but also continuities. First, donors are placing greater emphasis on “quality”, with fourteen donors highlighting challenges relating to education quality, not only access. A second change concerns target populations and a focus on equity. While providing education to girls is important across nearly all the donors in our sample (with the exception of Saudi Arabia), refugees, migrants, and internally displaced persons are also getting more policy attention. Third, the geographic focus remained the same



**Damaged school:** Damages done by Cyclone Kenneth on an island in northern Mozambique.

PHOTO: SACHA MYERS / SAVE THE CHILDREN



across donors as it was in the 2015 Report.

An additional shift concerns aid data transparency, which should be improved to ensure aid effectiveness. Moon and Williamson (2010) define aid transparency as the “comprehensive availability and accessibility of aid flow in a timely, systematic and comparable manner that allows public participation in government accountability” (2). Transparency has a quantitative and a qualitative side. The systematic and consistent reporting of aid is especially important in case of emerging Middle Eastern donors. In 2010 the UAE became the first non-DAC donor to report to the OECD DAC Creditor Reporting system<sup>17</sup>, and several bilateral donors have established open data platforms to provide public access to data on their aid flows, though the quality of the data varies considerably in terms of the availability of detailed project-level data over time and space. All donors should be encouraged to implement similar measures, especially non-DAC ones.

However, transparency in quantitative finance data is not sufficient; there must also be policy transparency. Public availability of documents regarding the goals, means, and evaluation methods of aid in education in emergency situations foster inter-donor cooperation and make it easier to highlight gaps, and ultimately to increase aid effectiveness. Norway and the EU are good examples of qualitative transparency. NORAD’s 2017 Report, “Rising to the Challenge: Results of Norwegian Education Aid 2013-2016” provides a comprehensive overview of three years’ worth of priorities, policies, achievements, and lessons learned. It does so by disaggregating partner organizations, geographic location, and target populations. The EU provides another approach: it has a separate website for education in emergencies which operates as a knowledge repository for information on all relevant projects.

Finally, while there is evidence of increased attention in policy documents to education in emergencies, it is difficult to prove that there is a relationship between the adoption of policy documents on education in emergencies on the one hand and spending behaviour on the other, for several reasons. First, countries with large numbers of publicly available documents related to education in emergencies, such as the United States, continue to spend relatively low amounts of their humanitarian aid on education. Second, the documents we have analysed are those available in the public domain, and it could well be that in earlier years donors discussed education in emergencies in other documents (and thus the absence of evidence does not necessarily mean that there is evidence of absence). Third, aid allocations are not always the result of explicit policies, and can be the result of other types of political decisions or reactions to current events. What is clear is that some donors are spending a large amount of their humanitarian aid on education and

others are not, and that funding decisions are likely the function of domestic politics.

---

## Conclusion

Since the publication of the 2015 “Walk the Talk” report, there have been positive developments in education in emergencies finance and policy. The good news is that funding levels for education in emergencies have increased during the 2015-2018 time period. Allocations of humanitarian funding to education nearly doubled between 2015 and 2018, and the share of humanitarian aid going to education increased from 1.87% to 2.24%. The Education Cannot Wait Fund – the first global fund specifically dedicated to education in emergencies – has further increased global spending on education in emergencies, bringing total spending up to 2.6% of humanitarian aid, with some donors like Denmark contributing very large sums to the Fund. Furthermore, some donors are reaching, or nearly reaching, the global goal of spending 4% of humanitarian funds on education. And several donors – in particular, those among the top ten donors to education in emergencies – have adopted new policies on education in emergencies, and there seems to be increased awareness about, and attention to, ensuring education is provided in crisis situations.

The bad news is that donors are still not meeting the global goal of spending 4% of humanitarian aid on education. There is significant variation across donors in both spending and policies, and on average, spending levels across donors remain low (at just 2.24% of total humanitarian aid, and 2.6% including Education Cannot Wait funds). This represents a major barrier to ensuring education access and quality in crisis situations. Millions of children in emergency contexts are out of school, and to meet even the most basic education needs of children in crises would require the share of education in humanitarian aid to increase ten times (UNESCO, 2018). This is far from the reality on the ground.

In addition to our recommendations to donors and policy makers listed below, we also call for further research on the issue of education in emergencies financing. Specifically, there should be more examination of the use of development aid for education in emergencies; investigation of crisis-affected governments’ spending on education as well as policy making; and more investigation into variation among donors in the timing and amounts of education funding, as well as into the private financing of education in emergencies. Moreover, more systematic research into how funds received by governments and organizations are actually used on the ground would be useful to understand the outcomes of funding models and flows.

---

17 Global Partnership for Education: United Arab Emirates country profile



**Education in emergencies:** “They told us at school that there was going to be a cyclone with a lot of wind and rain, and they told us to go home.” Renaldo is 11 years old and his school was damaged during Cyclone Kenneth in Mozambique in the spring of 2019.

PHOTO: SACHA MYERS/SAVE THE CHILDREN

## RECOMMENDATIONS

- Donors should increase the level of humanitarian funding for education to 4-10%, and should further ensure a consistent level of funding is allocated throughout a given emergency situation.
- Donors should improve the availability and quality of information about funding of education in emergencies, including information about specific policies and data on aid allocations. This information should ideally include disaggregated data on funded programs and projects (including their location), beneficiaries, and how such aid is monitored and by whom. This information should ideally be stored in a central, publicly accessible location.
- Donor agencies, international organizations like the United Nations, and civil society organizations should consider using more consistent terminology around education in emergencies in policy documents and data collection. This would make it easier to understand aid allocations to emergency versus more “normal” situations, and facilitate comparisons of aid allocations and funded programs over time and space.
- Donor agencies, international organizations like the United Nations, and civil society organizations should consider funding further research on education in emergencies financing, in order to improve understanding of who is doing what, where, and how, and what types of finance models and approaches “work” to improve education access and quality in crisis situations.
- International organizations and civil society organizations should ensure that they engage with and better understand the states and actors that are contributing funds to education in emergencies, including smaller states like Norway and Japan, as well as emerging donors such as those in the Middle East.

## REFERENCES

- Alesina, Alberto, and David Dollar. 2000. "Who Gives Foreign Aid to Whom and Why?" *Journal of Economic Growth*, 5(1): 33-63.
- Bahgat, Karim, Kendra Dupuy, Gudrun Østby, Siri Aas Rustad, Håvard Strand, and Tore Wig (2017) *Children and Armed Conflict: What Existing Data Can Tell Us*. Background report for Save the Children's Global Flagship Report on Children in armed conflict, 'The War on Children'. <https://www.prio.org/Publications/Publication/?x=10867>
- Dupuy, Kendra, and Siri Rus Aastad. 2018. "Trends in Conflict, 1989-2017". PRIO Conflict Trends policy brief no. 6.
- Education Cannot Wait Secretariat. 2018. "Results Report: April 2017 – March 2018".
- Education for All Global Monitoring Report (EFA GMR). 2015. "Humanitarian Aid for Education: Why It Matters and Why More is Needed". Policy Paper 21.
- Education for All Global Monitoring Report (EFA GMR). 2017. "Aid to Education is Stagnating and Not Going to Countries Most in Need". Policy Paper 31.
- Education for All Global Monitoring Report (EFA GMR). 2018. "Aid to Education: A Return to Growth?" Policy Paper 36.
- Global Humanitarian Assistance Report. 2018.
- Government of Norway. 2014. "Education for Development". Report to the Storting (White Paper), Meld. St. 25.
- Moon, S., and T. Williamson. 2010. "Greater Aid Transparency: Crucial for Aid Effectiveness". Overseas Development Institute, Project Briefing 35.
- Rosling, H; Rosling, O & Rolsing, Anna R. 2018. *Factfulness: Ten Reasons We're Wrong About the World And Why Things Are Better Than You Think*. London: Sceptre.
- Save the Children Norway and Norwegian Refugee Council. 2015. "Walk the Talk: Review of Donors' Humanitarian Policies on Education". Oslo.
- Save the Children. 2019. *Education Against the Odds*. London
- Sinclair, Margaret. 2003. *Planning Education in and After Emergencies*. Paris: UNESCO.
- Tingley, Dustin. 2010. "Donors and Domestic Politics: Political Influences on Foreign Aid Effort". *The Quarterly Review of Economics and Finance*, 50(1): 40-49.
- United Nations. 2012. "Global Education First Initiative: An Initiative of the United Nations Secretary General". Accessed at [https://www.gcedclearinghouse.org/sites/default/files/resources/%5BENG%5D%20Global%20Education%20First%20Initiative\\_0.pdf](https://www.gcedclearinghouse.org/sites/default/files/resources/%5BENG%5D%20Global%20Education%20First%20Initiative_0.pdf)
- UNESCO. 2000. "The Dakar Framework For Action: Education For All: Meeting Our Collective Commitment". Paris: UNESCO.
- UNESCO. 2015. "Global Education Monitoring Report 2015 – Education for All 2000-2015: Achievements and Challenges".
- UNESCO. 2016. "Leaving No One Behind: How Far on the Way to Universal Primary and Secondary Education?" Policy Paper 27. Paris: UNESCO.
- UNESCO. 2018. "Global Education Monitoring Report 2019: Migration, Displacement and Education". Paris: UNESCO.
- UNHCR. 2016. "Left Behind: Refugee Education in Crisis". Geneva: UNHCR.
- UNHCR. 2018. "Education". Geneva: UNHCR.
- UNHCR. 2019. "Stepping up. Refugee education in crisis." Geneva, UNHCR
- World Bank. 2018. *The World Development Report 2018: LEARNING to Realize Education's Promise*. Washington, DC: World Bank.

# WALK THE TALK?

Review of Financing for Education in Emergencies,  
2015-2018



**Save the Children**